DOCUMENT RESUME

ED 333 115 CE 057 979

TITLE A National Development Agenda. Creating a National Strategy for Education, Training and People Development.

INSTITUTION Institute of Personnel Management, London (England).

PUB DATE Oct 90

NOTE 13p.; Prepared by the National Committee for Training and Development.

PUB TYPE Viewpoints (Opinion/Position Papers, Essays, etc.) (120)

EDRS PRICE MF01/PC01 Plus Postage.

DESCRIPTORS *Adult Education; Agenda Setting; Foreign Countries; Individual Development; *Job Training; *Labor Force Development; *Policy Formation; *Public Policy

IDENTIFIERS *United Kingdom

ABSTRACT

The United Kingdom needs a coherent strategy to develop the competence of its people, to enable individuals to cope with the complex world, and to help them make a personal contribution to society. Collaborators in the strategy are representatives from government, trade unions, the labor force, education, personnel and training, and local interests. Six fundamental principles exist for training and development: (1) promotion of continuous development; (2) integration of learning needs; (3) sharing the cost of learning; (4) creating strategic plans; (5) respecting the national and local strategy dimensions; and (6) making a commitment to the plan. Seven strategic objectives are: (1) agreeing on national standards; (2) obtaining vocational guidance; (3) maintaining educational and training infrastructures; (4) promoting relevant research; (5) ensuring that participants contribute to the costs; (6) encouraging lifelong learning; and (7) ensuring that participant needs are met.. Mechanisms for achieving these objectives include holding national forums, considering training costs, setting attainment standards, building a legal framework, discussing needs at the board level, and preparing an annual report. (Appendix A elaborates a positive policy for training and development.) (NLA)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED333115

A NATIONAL DEVELOPMENT AGENDA

Creating a National Strategy for Education, Training and People Development

Institute of Personnel Management

(Prepared by the National Committee for Training and Development)

OCTOBER 1990

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

S Wood

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

BEST COPY AVAILABLE

CE 057979

Preface

The Institute of Personnel Management (IPM) is the professional institution for individuals in the UK and Eire concerned in their jobs with aspects of human resource management. Over 40,000 people are currently in membership of the IPM. IPM members are employed in public, private and voluntary organizations; men and women are represented in almost equal numbers. Individual members may have general responsibility for the personnel management function within their employing organization or may have specialist responsibility for – for example – recruitment, training, health and safety, manpower planning, organization development, employee relations, or pay and employment conditions – or some combination of these and other specialist activities.

Activities and services include: a professional education scheme; an information and advisory service; an extensive publications list; two monthly magazines; an appointments service; over 40 local Branches; training courses and conferences; research and policy formulation; and representation at national, European and International level.

(For information on any of these activities, please contact the IPM at the address below.)

The paper which follows can be viewed as one aspect of 'research and policy formulation'. The senior IPM Officers responsible for the present paper seek your reactions to it. The IPM hopes to develop an agenda for discussion with national organizations which can lead to the creation of a National Education, Training and People Development Strategy for the United Kingdom. The paper is based on extensive discussion within the National Committee for Training and Development and consultation amongst IPM Branches.

The IPM would be most grateful for your views.

Please address any comments to:

Sue Wood
Manager – Training and Development
IPM
IPM House
Camp Road
Wimbledon
SW19 4UX

Introduction

1. The **success of the United Kingdom** in any field, whether it be the material prosperity of its people, the success of its industrial and commercial efforts, the effectiveness of its public services, its national security, its scientific, cultural and sporting achievements, or its ability to provide for its citizens the environment in which to live satisfying lives – depends ultimately on the **competence of its people**, and hence on the effectiveness of its education, training and people development activities.

2. The evidence that in these crucial areas the United Kingdom is falling behind other leading nations is now incontrovertible.

3. The Institute of Personnel Management is mindful of the dramatic developments taking place in Europe, both within the European Community and in the countries of Eastern Europe. With the increasing importance of the European Parliament, the progress towards the Single European Market, and the Action Programme on the Social Charter, the United Kingdom will come under increasing pressure – and the need for well educated, trained and motivated citizens has assumed paramount importance.

4. The United Kingdom **needs a coherent strategy** to develop the competence of all its people, to enable every individual to cope with the complex world in which change is now a permanent feature, and to make his or her personal contribution to society.

5. The Institute of Personnel Management is particularly concerned with the competence of the people, at all levels, who form the labour force whether they are employed, self employed, seeking employment or preparing for employment.

6. In the absence of a clear, consistent and credible strategy led by the Government, the Institute of Personnel Management submits this paper as a contribution to the debate. The IPM has taken note of the recent reports by the CBI, the TUC and by Sir John Cassels of the Policy Studies Institute. In these reports the matter has been given serious attention and the IPM finds a considerable degree of agreement with the views expressed.

7. But the Institute considers that there is an urgent need for a forum which brings together all the interested parties and seeks to promote a consensus of opinion on the major issues – the **aims and objectives** we set ourselves as a nation, the **responsibilities** of the 'actors' in the piece, the thorny question of **who pays for what**, and the **mechanisms** by which these aims and objectives are achieved.

8. This paper, therefore, cannot set out a series of solutions, but rather its sets out an **agenda**. We intend to promote a **national debate** based on this agenda and through this means to seek to promote the consensus which we believe is essential to the success of the nation.

9. We seek the co-operation of all those who share our concern to evolve and to create a strategy and a framework for progress in this key area.

10. Our ***Agenda*** consists of:

- a Mission Statement,
- Principles,
- Strategic Objectives, and
- Mechanisms.

11. In this paper we have deliberately avoided making reference to current institutional structures and initiatives, many of which may not prove of lasting value. At a later stage in the debate we plan to prepare a commentary on the current initiatives and institutions in the light of the areas of agreement on the national strategy.

The 'Actors'

12. Any credible strategy for education, training and people development must be of **benefit** to at least three interest groups – the individuals who are helped, those who employ them, whether in the public or private sector, and the society which they comprise.

13. If the strategy is to succeed, it needs to be based on systems that will work on the ground. The development of the strategy needs the contribution of those who will need

to make it work – representatives of the education and training professions, and of local interests.

14. If such a strategy is to be sustained over a prolonged period, and there are no quick fixes here, then there needs to be a coming together of the main political parties to secure at least some measure of agreement on the fundamental principles involved, and hopefully some agreement on mechanisms and institutions.

15. Thus the IPM sees a need for the Government and the leading political parties to engage in dialogue with representatives of:

(a) **employers**;

(b) **individuals who comprise the labour force**, whether they are employed, self employed, seeking employment, or preparing for employment;

(c) **trade unions**;

(d) **education professionals**;

(e) **personnel and training professionals**;

(f) **local interests**.

16. At the present time this debate *is carried on, but a in a piecemeal fashion*: we trust that in due course a more coherent approach will be developed.

The Mission Statement

17. As a nation we need to set our sights high in terms of our aims, and then go out to achieve them. As a basis for discussion the IPM offers the following Mission Statement for 'UK Limited', and its education, training and people development strategy:

> ***The aims of this strategy are to ensure a high and improving GDP and quality of life in the UK by developing the competence of people at all levels in the labour force and the ability of organizations such that both individuals and organizations may prosper.***

18. The term 'labour force' here includes those who are employed, self employed, seeking employment or preparing for it.

Fundamental Principles

19. In 1983 the IPM prepared an important policy statement entitled 'A Positive Policy for Training and Development'. This has been a reference point for the IPM and this document was carefully re-examined as part of the preparation for this paper. (It is attached here as an Appendix.)

20. In essence the IPM still supports the principles enshrined in this policy statement which has stood well the test of time.

21. But the world has moved on since that document was prepared. The Institute now considers that personnel professionals need to pay much more attention to education at all levels, and that the national strategy must take full account of this.

22. Furthermore, the piecemeal nature of Government initiatives also indicates a need to go beyond a statement of policy if 'UK Limited' is to move ahead in the development of its people.

23. The Institute of Personnel Management considers it important to restate some fundamental principles here and will seek to discuss these with the key 'actors' to see to what extent a consensus can be achieved.

24. The first principle is the promotion of **continuous development**, self directed learning throughout an individual's life. Individuals need to be motivated to continue to learn and should be encouraged by various kinds of rewards for their efforts, e.g. through job satisfaction, job enrichment, enhanced status or pay, and where appropriate, through receiving well-recognised qualifications.

25. The second principle is the requirement to **integrate the learning needs** of the individual with the needs of the employing organization, whether this is a public or a private concern. By this means the whole economy is enriched. However, this principle should not be applied in a way that inhibits the individual's opportunity for personal growth and development.

26. The third principle is that the **cost of learning** should be shared between those who benefit from the learning, i.e. the State, the employing organizations and the individuals concerned. The proportion of the costs borne

by each beneficiary will vary according to the age, stage and status of the learner and the utility of the learning in the short, medium and long term, as perceived by each 'stakeholder'. Costs include money, time and opportunity costs.

27. The fourth principle is that every organization needs **to create its own strategic plan** – a long term vision with shorter term goals along the way. Such plans must include a proper consideration of the people required and the ways in which they are recruited, trained and developed.

28. The fifth principle is the need to respect both the **national and the local dimension** in the training and development strategy. Whilst it is necessary to establish national standards and a 'language' for training and development which will facilitate mobility and progression, it is equally important that delivery takes full account of the local circumstances.

29. A sixth principle is needed to underpin the other five. It is **a commitment** not to relinquish the agreed strategy when economic difficulties arise. The long term strategy in such a vital area must not become a casualty of short term problems.

Strategic Objectives

30. The Institute of Personnel Management sees merit in the statement of strategic objectives in terms of the numbers of young people and adults who **achieve specified levels** of attainment in academic and vocational qualifications, particularly when these qualifications are stated in criterion referenced and competence based terms. As indicated earlier, such targets should be the result of consultation between the 'actors' and not set arbitrarily.

31. It is important to recognise, however, that many objectives cannot be measured in purely numerical terms. Some of the objectives need to be stated in terms of the match between the learning needs of the nation, employers and individuals on the one hand, and the learning opportunities on the other.

32. Thus some objectives need to be stated in terms of the systems which need to be in place and the efficiency with which they perform their tasks. Meeting the learning needs of organizations and individuals requires a dynamic approach which regulates provision according to need, rather than in a preordained fashion.

33. As a contribution to the debate we suggest that the following systems should form the basis of the specific strategic objectives needed to achieve the aim expressed in the Mission Statement. Systems are required for

- **agreeing national standards**, especially for general educational qualifications, for vocational qualifications, and for levels of general education for all young people;
- enabling people at all levels to obtain the information and **vocational guidance** they require to make sound learning choices;
- maintaining the educational and training infrastructure that organizations and individuals need **to achieve their learning goals**;
- promoting **relevant research** and using the results to inform decisions and action programmes;
- ensuring that those who benefit from education and training **contribute to the cost**, at an appropriate level;
- ensuring that individuals are encouraged and enabled to **continue their learning** throughout their lives;
- ensuring that the needs of all the **actors at the local level**, especially employers, are fully taken into account in decisions about training provision.

34. We are aware that action is already in progress in many of these areas, but we consider that the current approach lacks both cohesion and consensus. Consensus is required if we are to achieve the long term stability vital to success in education, training and people development.

Mechanisms

35. *NATIONAL FORUM*. The first priority if the creation of a national forum to facilitate discussion and agreement on fundamentals as indicated in paragraph 7. All the 'actors'

(paragraph 15) should be included in this forum.

36. *TRAINING COSTS*. An urgent matter for consideration by such a forum is the equitable apportioning of the costs of training. The lack of consensus on this issue represents a serious barrier to securing adequate training and development. The factors which should be considered include:

- the *type* of learning involved, i.e. whether it is concerned with general education, vocational education, vocational training etc., and to what extent it is organization or industry specific;
- the *stage* in the learner's life, for example whether he or she is a school pupil, school leaver, young adult, mature adult;
- the learner's *circumstances*, for example with or without dependants, dependant, employed, unemployed, returning to work after a break, able bodied or disabled;
- the likely *value* of the learning to those involved, e.g. to the individual, to the actual or potential employer, to the local community, or to the nation (perhaps adding to the stock of key skills);
- the *costs* involved and the methods to be employed, e.g.for on or off-the-job training, for open learning, travel and subsistence costs;
- the *length* of the learning period.

37. When these matters are studied in more detail it may be possible to simplify this list of factors. There can be no doubt that an equitable apportioning of the costs of training is a key element for success in achieving a viable strategy.

38. *ATTAINMENT STANDARDS*. A second fundamental issue concerns attainment standards for education and training as mentioned in paragraph 33. Much work is currently in progress in this area and some consensus is emerging. The IPM considers, however, that more effort is required to establish educational and training standards which are

- world class, and
- widely supported.

39. There is a very real danger that the United Kingdom will set its sights too low in comparison with its major competitor nations. The lack of agreement on standards may also lead to continued disruption in an area where stability is of vital importance.

40. There is a need to establish a common language to describe skills so that meaningful discussion can take place on the question of "skill shortages" and standards. Such discussions should also lead to the removal of many barriers to movement into and between occupations.

41. *LEGAL FRAMEWORK*. The major European nations with whom the UK competes have legal frameworks and clear policies for the financing of initial education and training for young people. There are also arrangements to promote vocational training for mature adults. It is difficult to believe that the level of education and training in the UK will reach satisfactory levels in the absence of similar provisions.

42. Any legal or financial framework must be fashioned to fit the situation in the United Kingdom, and should not attempt merely to copy a system from another country. It is also important to recognise the different situations in England and Wales, Scotland and Northern Ireland.

43. Whilst acknowledging this, however, there is much of value that can be learned from how others deal with these issues, especially our Western European neighbours. Recent information from such sources can help shape our approach and needs to be more widely disseminated and discussed.

44. *BOARD LEVEL*. If employers are to play their full part in the development of the potential of their people, education training and people development must become a matter for serious discussion at Board level. Ideally, as mentioned in paragraph 27 organizations should prepare strategic and operational plans that fully reflect the people dimension.

45. This dimension includes both the training and development needed for the organization's employees to fulfil its goals, and also the education and training which should be promoted to ensure an adequate supply of skilled people when the time for recruitment comes. Measures to promote this approach should be stepped up.

46. *ANNUAL REPORT.* There is considerable merit in requiring each employer to state in the Annual Report what steps have been taken to develop the competence of the workforce. Guidance will be needed on the style and content of this section of the report.

47. *TRAINING TAX.* A legal and financial framework is required to encourage employers to play their full part in the provision of training and development opportunities. There is a considerable body of opinion in favour of a training tax on employers, but this opinion is by no means unanimously held.

The taxation of training costs should also be reexamined. There are compelling arguments in favour of making training costs, whether incurred by the individual or by the employer, fully tax deductible.

48. The argument for a tax is based on the recognition that in terms of the labour market all employers are to some extent interdependent, so that all should share in the responsibility for training and its costs. A suggestion is that each employer should be required to pay a remissible training tax based on the number of people employed. The revenue collected should be used exclusively for training purposes. Remission of tax would be based on the employer demonstrating an adequate level of expenditure on the training of employees.

49. Some have argued that such a tax should be based on the skill levels required by an employer rather than on a per capita basis.

50. The remissible training tax option should be properly explored. If agreement cannot be reached then some alternative financial framework must be found, e.g. improving the tax advantage of employers who do their share of training.

51. *TRAINING CONTRACTS.* A suggestion has been made that employers be encouraged to enter into training contracts with their employees and the IPM would favour a pilot exercise to study this proposal.

52. *TRANSFER FEES* . In view of the investment aspect of high-cost training it has been suggested that when a highly trained employee moves to another employer, this new employer should pay a "training transfer fee" to the organization which funded the training. This proposal merits serious consideration alongside the notion of transferable training credits (grants to individuals which could be used to purchase training: see paragraph 51).

53. *CONTINUOUS DEVELOPMENT.* The Institute of Personnel Management has published a Code on *Continuous Development*. The IPM is firmly behind the notion that every individual should be encouraged and assisted in developing his or her potential throughout life, and that in the work context people need to update their attitudes, knowledge, skills and understanding in the light of an ever-changing world.

54. The IPM considers that every individual should be encouraged to take responsibility for his or her own learning and development with support from both (a) counselling services and (b) learning opportunities that are properly resourced, and readily accessible nationally.

55. *COUNSELLING SERVICES.* If young people and mature adults are to make sound decisions about their personal development, and about the learning opportunities they should follow, they will need guidance and counselling to help them to recognise their own potential, to think through and articulate their goals, and to recognise and take advantage of the opportunities open to them. Consideration should be given to reviewing and improving current arrangements.

56. *INDIVIDUAL RIGHTS.* Some have argued that individuals should have a right to training, perhaps including time off from work and training grants, but there is no consensus on this. The training grants could be in the form of 'training credits' which could be exchanged for training provided by employers or other training providers. The question of individual rights to training is being widely considered in Europe and should be seriously debated in the United Kingdom. For such rights to be of real value, individuals need to be supported with reliable information and sound counselling services.

57. *YOUNG PEOPLE.* In the major countries of Europe it is now recognised that in the modern world young people need to continue their education to the age of 18 years. The IPM considers that no young person under the age of 18 years should be employed unless that includes a programme which incorporates continued general education, and also leads to a nationally recognised qualification.

58. The idea of a training grant for young

people is worthy of exploration provided the individuals concerned have had ample opportunity and support in exploring their own potential and preferences, and the range of alternative opportunities open to them.

59. *PARTNERSHIP IN LEARNING*. Many colleges now respond sensitively to the needs of local employers and individuals. To further encourage strong links between colleges and employers it has been suggested that each college be asked to make up an agreed percentage of its operating costs from fees from employers, and that employers who form *'Partnerships in Learning'* with colleges should receive a credit to be offset against tax (which could be the training tax mentioned earlier). The IPM considers that this proposal should be given careful consideration.

60. *UNEMPLOYED PEOPLE*. Those who are unemployed represent a very real resource and special efforts will be required to ensure that they receive both the counselling and the training opportunities they need to enable them to make *their* contribution to society.

61. Training programmes for unemployed people should enable them to obtain nationally recognised qualifications. Where employers make a substantial contribution to training for unemployed people this should be recognised in tax credits.

62. *MANAGEMENT RESPONSIBILITY*. Although individuals should be encouraged to take responsibility for their own development, this does not absolve managers from the responsibility of encouraging and enabling the people who work for them to gain the skills and abilities they need to perform effectively at the workplace. Managers need to take a long term view of their skill needs and encourage every employee (including the manager him or herself) to formulate personal plans for continuing their learning and development.

63. Professionally qualified people – accountants, teachers, engineers, personnel managers – should be required to show evidence of the maintenance of their competence to their professional bodies.

64. Every manager and supervisor should have access to management training and development that embraces knowledge and skills related to employee training and development.

65. If personnel professionals are to make their full contribution to training and development they must be aware of the need to work alongside directors and other managers in identifying the learning needs of individuals and organizations and the most effective ways in which learning can be promoted and achieved.

66. *LOCAL DIMENSION*. There is a clear need for a local forum in each area as well as the national forum referred to in paragraph 35. The same 'actors' (paragraph 15) will need to be involved. Employers are not the only group with an interest in vocational training, and they do not have a monopoly of wisdom in this field.

67. *TRAINING RESEARCH*. Training research has been of variable quality (some very good) and fragmented. The IPM is not convinced that best use is made of this research or that the priorities for investigation have been properly set.

68. A publicly funded training and development research organization is now needed. It could also draw funds from private sources. The organization's responsibilities could include:

- keeping up to date with international developments and informing policy makers and practitioners of these developments;
- using research to inform national manpower planning, taking a broad view of future needs;
- undertaking and sponsoring research into learning methods and providing a centre of advice on such matters;
- undertaking research into standards and methods of assessment.

Conclusions

69. The Institute of Personnel Management is concerned at the lack of a credible, coherent national strategy for education, training and people development.

70. The Institute has refrained from trying to formulate such a strategy because it considers that this needs to be developed through a full and frank discussion involving all the 'actors'

(paragraph 15) and not by any organization that represents only one section of the community.

71. The Institute does not discuss in any detail here the current range of initiatives. The Institute will do all it can to support the current range of programmes and to help those responsible to make them effective. It must be said, however, that in some cases the Institute has serious reservations about the way these initiatives have been set up.

72. In this paper the Institute proposes an *AGENDA* which it intends to discuss with representatives of the actors identified.

73. In preparing this agenda the Institute has sought to look beyond the current situation and to see the direction for the future. The Institute trusts that representatives of other key groups will be willing to work with us in shaping the future for the United Kingdom, by preparing its people to manage that future.

'A positive policy for training and development'

This policy was devised by IPM's National Committee for Training and Development in 1983. It was revised in 1990.

Purpose of the paper

1. The purpose of this policy paper is to assist members, IPM Officers and members of staff as they respond to, or seek to influence, national training developments. From this base, the IPM will continue to put forward its considered views on the necessary shape and style of the training infrastructure at national and local level. And will, of course, continue to contribute to and comment on major national initiatives.

Introduction – the challenge for training

2. The prosperity of the nation depends upon the creation of wealth: that is the 'value added' in the production of goods and services. Of equal importance, the quality of life of our people depends upon national prosperity which enables the efficient provision of those public services which are essential for the well-being and protection of the population. All types of employing organizations are thus interdependent. The nation relies upon UK businesses competing successfully in markets at home and abroad, and such success can only come through continuous improvements in efficiency and productivity (the key to which is training).

3. Faced with the accelerating pace of technological and social change – and its profound impact upon employment patterns and work organization – and with increasing and increasingly more pervasive competition from abroad, our employing organizations must possess workforces which are not only well organized, motivated and skilful, **but which are also capable of adapting to changing demands.** Within the workforce, each individual should be encouraged and equipped to contribute to the fullest of his or her abilities, otherwise potential will be squandered (and personal ambition remain unfulfilled). Thus there is national, commercial and personal profit in each individual making his or her maximum contribution in a changing world; this contribution will depend to a large extent on the education, training and development the individual receives.

4. The costs of learning should be shared by its beneficiaries – the individual, employing organizations and the State – in appropriate proportions depending upon the status of the learner (young person or adult, employed or unemployed).

5. The need for training before and throughout working life is made apparent when viewed against the background of changes which have already occurred. The nature of work has changed and continues to change: white-collar jobs now outnumber blue-collar, reflecting in part the decline of job opportunities in the manufacturing sector, the growth in service industries and the introduction of modern technology. Less skilled work is fast diminishing, leaving unqualified school leavers and unskilled and semi-skilled workers particularly vulnerable to unemployment.

There is an increasing demand for technical skills of a type or in a combination not anticipated a decade ago. Thus continuous change should be expected and individuals should be prepared to face it. For economic AND social reasons, training should be available to all. Clearly the acquisition of skills and knowledge through training and development is becoming more important as a prerequisite for entry into the productive workforce, and skills once acquired are likely to need updating or modifying to match changing requirements.

A period of initial training no longer provides a sufficient skills base (if it ever did): continuous development is necessary. Training must match the needs of industry, commerce and the public sector, and so our traditional education and training systems must adapt and change. Educators themselves need to continue to adapt and learn and to anticipate the needs of a changing clientele.

Education and vocational preparation

6. Preparation for adult and working life begins at school. Every young person should receive an education which prepares him or her to participate in and contribute to society. It must therefore include the basic skills necessary to cope with modern life and to become a responsible citizen; it must also impart an understanding of modern society (including the wealth creating role of industry and commerce and the social support role of the public services). Education must focus on the individual however, and provide young people with the means to begin to develop their own individual interests and talents to the fullest of their capacity.

7. Each school pupil should have early and continuous help in identifying his or her potential, in clarifying his or her aspirations and interests, and in setting targets for achievement. It is important that the school leaver should have learned to set goals for learning and to recognise and use a variety of learning resources to achieve these goals. Until, in the area of basic skills and personal development the school system FULLY meets the needs of young people, it will be necessary to incorporate much of this in post-school programmes.

8. Before starting full-time employment, every school leaver should have an opportunity of an integrated programme of training, work experience and related further education (apprenticeship is one form of this).

All full-time further or higher education courses, including Polytechnic and University courses, should incorporate or be followed by an appropriate work introduction programme.

9. All training programmes for young people must lead to a nationally recognised qualification (or part qualification) based on the young person's experiences and achievements, and including achievements on educational courses. It is important that parents, employers and young people themselves understand, accept and value new forms of certification and see them as relevant to progress in the real world. Such programmes should be realistically based on one or more of a set of grouped occupations – each group requiring broadly similar basic skills and knowledge – and should aim to give each young person many opportunities to experience achievements in a variety of contexts and provide first-hand experience of the world of work.

10. Further and higher education must also respond to the changing needs of society. There is mutual benefit in much closer liaison between the education sector on the one hand and industry, commerce and the public services on the other. The academic institutions can provide resources and research results of direct use to organizations in changing and developing both products and methods. There is value and inspiration for the teaching institutions in using (and solving) real problems from the world of work as part of the learning process.

Initial training

11. Job-specific training programmes which build on vocational preparation programmes need to be developed by industrial, commercial and public organizations in anticipation of demand. The importance of initial training is not diminished by better vocational preparation, although its scope and nature may need to change. An imaginative long- term view is required in programme design, one which recognises the likelihood of continuing change in many job- specific skills. Initial training must be fairly broadly based, and it must be carefully constructed to emphasise **the context** in which specific job skills will be employed.

12. Initial training is the foundation upon which further learning will be built. Trainees need to be made aware of the importance of continuing to learn after initial training, particularly in response to future developments in technology and work organization. Thus, initial training programmes should reflect the fact that learning must be a continuous process. It is important, therefore, that in initial training programmes – the primary aim of which is the acquisition of 'product' skills – attention should also be paid to 'process' skills, that is, learning skills, in order that the trainee is equipped to acquire new product skills quickly and easily later on as circumstances demand.

13. Initial training will continue to be provided mostly by individual employers. Within realistic constraints however, young people should be given maximum freedom to choose opportunities which best match their interests, aptitudes and aspirations. In order to begin to achieve this it is essential to develop sound information systems and careers guidance, with easy access to both.

Continuing training

14. Because of the continuous demand for new or more advanced skills, adults must be encouraged to continue to develop their skills and knowledge throughout their lives, whether in employment or not. It is recognised that self-motivation may be more of a problem for some unemployed people seeking to re-enter employment. Counselling, to assist in the choice of path for further development, will be essential. Employers must meet the need to update or change the skills and knowledge of employees as a result of technological innovation and new working practices. A less obvious but equally important priority is to ensure that employees learn to cope with participative methods of management where these emerge or are demanded, and to develop the new forms of organizational structure which will result. (Training methods appropriate for continuous training are themselves subject to change. Reference is made to learning methods later.)

15. It is for the government to make provision for the training of those who are unemployed and to stimulate the provision of training, advisory and support services for those who are or wish to become self-employed. Imaginative provision of this sort will be needed to create opportunities for people to develop organizations which contribute to society and reward those who labour in them. Innovations in employment patterns and types of employment are necessary if a high rate of unemployment is to be avoided. Radical means of sharing work are needed in order to organize the work to suit available workers' needs. Such innovations themselves require an educational, training and development effort, particularly in the spheres of attitudes to employment and continuous development.

The role of management

16. Managers must take a long term view of their organization's corporate strategy. They need to understand the organization in the context of its complex relationships with

- its employees
- other organizations
- the public
- the State

– all of which are dynamic –
and in the context of the organization's reactions to changes in

- products and markets
- the attitudes and demands of employees
- public taste and expectations.

Survival in such a complicated and ever-changing environment demands not only a high level of managerial skill and team work but also the development and maintenance of a workforce competent to perform, adapt and change as the situation demands in the search for greater productivity and or effectiveness.

17. Cost effective employee development is crucial. The IPM does not consider that the considerable sums spent on education and training are spent sufficiently productively. To be effective, learning for work activity must be rooted in work activity. There will of course

be circumstances when learning takes place, quite properly, away from the workplace but – as stated earlier – most learning takes place through the performance of the job itself.

In helping employees to continue to learn from their own experiences at work, that is, in instilling a learning culture, chief executives particularly, and all levels of supporting management have key responsibilities: the rewards for the organization can be very significant. For example, creating an environment in which self directed development is encouraged and rewarded, which allows employees to question what they do and how they do it and to experiment with new ways of working, can lead to increased job satisfaction, greater individual commitment, closer identification with corporate objectives, and hence, to more effective job performance and increased efficiency.

18. Systems of continuous employee development and the allocation of resources in this area can only be brought about at the initiative of, and with the wholehearted consent of, the chief executive and senior management. In gaining acceptance of the need for employee development programmes, managers must be convinced of their value and benefit to the organization.

Programmes will demand full management commitment and ingenuity in design; managers must become aware of learning methods including self and group development. Personnel professionals have an important role to play in persuading, advising and supporting their management colleagues in taking appropriate initiatives and in assessing, maintaining and building upon the systems they create.

Delivery mechanisms

19. Increasingly, in considering employment issues, the importance of the local labour market and the local community is being recognised. This makes it imperative that more responsibility for programmes of initial training and retraining is put into the hands of the local community, with 'Area Boards' representing local employers, local employees, local authorities – including education authorities and other education and training establishments – plus other concerned groups, playing an active part. Such training bodies, to be credible and effective, need to be given executive authority to take action within a clear, flexible framework: a framework which is perhaps devised by the Area Board but which has the approval of all local interest groups. To enable local bodies to take responsibility for their community's training needs (to include unemployed people, disabled and disadvantaged people as well as training within employment) a broad allocation of funds from central government will be required and must be maintained. The funds should be used to establish training programmes, support trainees where necessary and to cover administrative costs and the fees of professional staff. In addition, Area Boards need to be able to charge fees for the services each provides locally (so raising additional funds).

20. There is a need for a nationally agreed framework for vocational training standards: standards must be linked to measures of performance and proficiency rather than to age, length of training or the possession of general qualifications.

Learning methods

21. Education and training systems must be so designed as to be capable of responding to totally new and rapidly changing needs. The training programmes should be sufficiently flexible to suit the learner, that is should accommodate learners of varying ability and at varying educational levels. The trainee should not be required to fit into rigid education and training patterns. In view of the speed of change and its unpredictable nature, there is a need to encourage individuals to accept greater responsibility for their own learning. Individuals need to be given assistance to establish their own unique set of learning objectives and in the preparation of a training strategy to meet these needs. Thus, teachers and trainers should be developed to serve as managers of the learning environment and to act as a resource rather than merely giving instruction.

22. The importance of learning from the experience of work itself, of coaching by the 'boss' and of learning from peers and subordinates cannot be over-stressed. It follows that the development of the skills of 'learning how to learn' and coaching must be encouraged and developed. To be successful it is essential that a supportive learning environment is engendered at all levels of the organization and most important that all such systems have the full support and involvement of the chief executive him or herself.

23. The methods of learning used must be appropriate to the learners concerned and to the subject matter. There will still be a place for instruction in the 'classroom', but such a technique should be used thoughtfully, that is, used only when it is judged to be the most effective method of imparting appropriate skills and knowledge. Not only will the management of training need to alter, but the use of participative, project based and discovery methods – which focus on the learner – must be developed. Open learning systems – flexible in timing, place and pace of learning, age and stage of client, status of learners – by overcoming obstacles to learning, vastly extend the range of ways in which learners can be helped to learn AND CAN HELP THEMSELVES. In addition, it is vital that those who train the trainers themselves use the methods they advocate for others' use.

Finally

24. Training policy cannot be viewed in isolation: it must be part of the strategic plan for every organization, and part of the policy for change in society itself. The aim of training should be to contribute to the continuing well- being of society in all its constituent parts. The training infrastructure must be so designed as to be capable of responding appropriately, and with speed, to ever changing demands.